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ABSTRACT

This report of the Master Plan Committee on Legal Education is part of Phase III of the Illinois Statewide Plan for Higher Education dealing with graduate and professional education. Chapter I, the introduction, describes present legal education capacity. In chapter II the State's future legal education demands are discussed, and in chapter III suggestions are made for meeting the future legal education demands. Chapter IV discusses law school curricula, interdisciplinary teaching and research, and expresses the need to bring more minority group members into the legal profession, and make financial aid available to them. It also recognizes the need for continuing legal education. Chapter V recommends that the question of the bar examination be reexamined so as to reflect the changes that are taking place in the legal profession and in legal education. Chapter VI recognizes the need to train court supporting personnel. The appendix includes enrollment data, degrees granted, population-lawyer ratio, membership in the state bar association, and the questionnaire. (AF)

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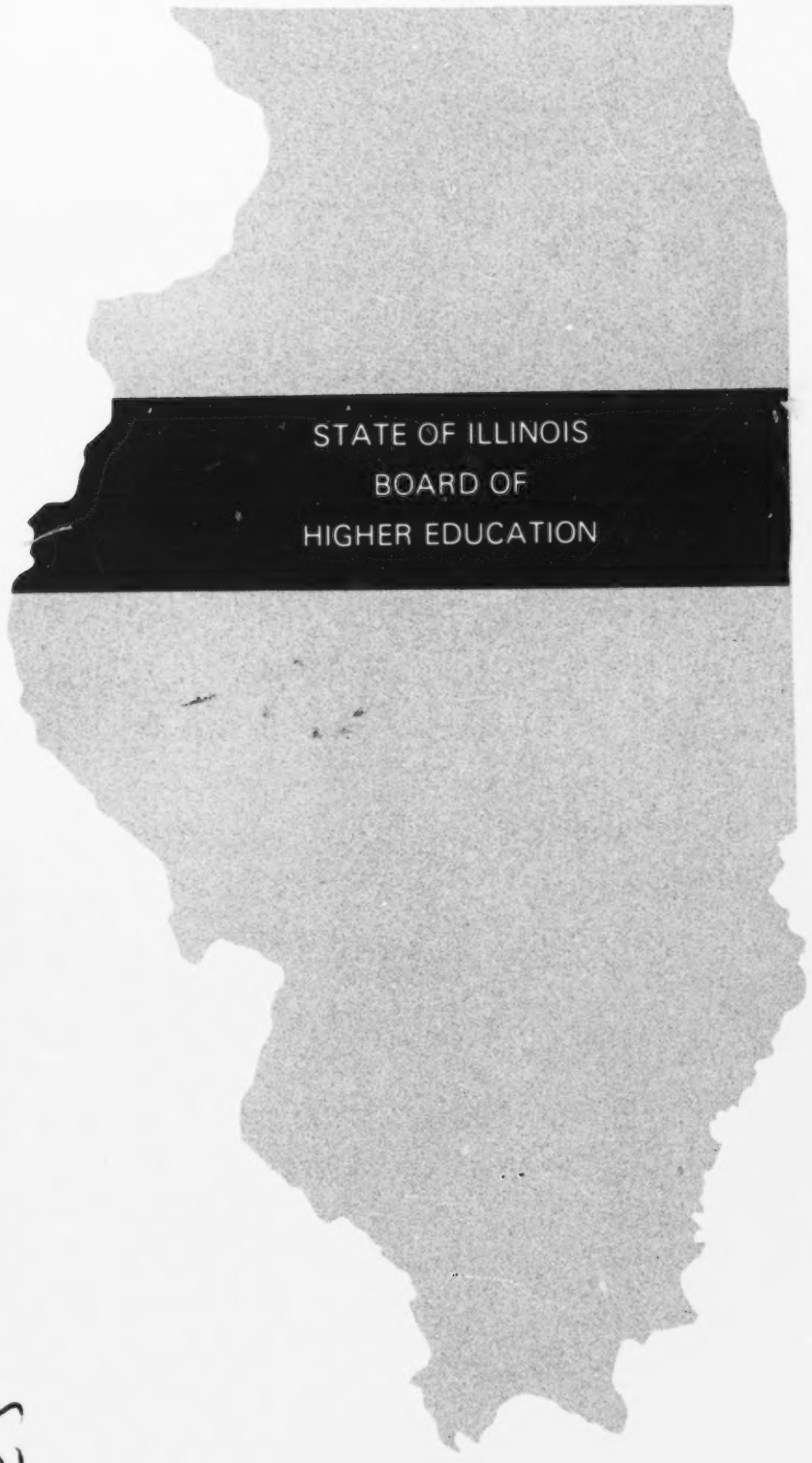

LEGAL EDUCATION

MASTER PLAN
PHASE III
COMMITTEE

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JUNE, 1969

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REPORT OF MASTER PLAN COMMITTEE

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LEGAL EDUCATION

A report to the BOARD of HIGHER EDUCATION for its use in developing "Master Plan, Phase III" for higher education in Illinois. This report is the work of the study committee and is NOT the work of the Board or its staff.

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I. INTRODUCTION

The Board of Higher Education, because of its charge to coordinate advanced education throughout Illinois, has consistently created policies and recommendations to expand the availability of higher education for Illinois students. An initial Master Plan proposed the expansion of junior colleges. Master Plan—Phase II carried the concept of community-oriented institutions one step further by proposing the development of two new senior institutions to complement the growing junior college segment. Master Plan—Phase III, of which the Committee on Legal Education is a part, is presently assessing the adequacy of graduate and professional education within the state so that an efficient but sufficient number and variety of programs will be available to meet the needs of the state and its population.

The Committee on Legal Education was formed in early April, 1968, and was charged with reviewing the supply of and the demand for lawyers in Illinois. The Committee was asked to inquire into the state's ability to meet present and anticipated demands, to make recommendations that would insure adequate legal education in Illinois through 1980, and to report its findings to the Board of Higher Education.

The Committee on Legal Education initiated its inquiry into the adequacy of legal education in Illinois with no illusions. Since 1957, extensions by the United States Supreme Court of the constitutional rights of indigent defendants in criminal cases have created an immediate burden on the states to provide prompt professional protection to persons theretofore not entitled to free legal counsel as a matter of constitutional right. *Mallory v. U.S.*, 354 U.S. 449, 77 S. Ct. 1356 (1957), required there be prompt arraignment of a criminal suspect. *Mapp v. Ohio*, 367 U.S. 643, 81 S. Ct. 1684 (1961), clarified the introduction of evidence obtained by searches and seizures. *Gideon v. Wainwright*, 372 U.S. 335, 83 S. Ct. 792 (1963), ruled that a state must provide free counsel in serious criminal cases for defendants who can not afford a lawyer. *Escobedo v. Illinois*, 378 U.S. 478, 84 S. Ct. 1758 (1964), ruled that a defendant has a right to have his lawyer with him when he is being questioned. *Miranda v. Arizona*, 384 U.S. 436, 86 S. Ct. 1602 (1966), ruled that a defendant must be given a "fourfold warning" before he is questioned: (1) that he may remain silent, (2) that anything he says may be used against him, (3) that he may have a lawyer present, and (4) that, if indigent, he may have a lawyer without charge. *United Mine Workers of America v. Illinois State Bar Association*, 386 U.S. 941, 88 S. Ct. 353 (1967), extended the possibility of group representation by counsel beyond that previously considered ethically permissible and in this way expanded the recognition of legal assistance. *Milani v. Illinois*, 386 U.S. 12 (1967), and *In re Gault*, 387 U.S. 1, 87 S. Ct. 1428, also substantially increased the need for lawyers in criminal and delinquency cases. Recent legislative enactments have also increased the need for lawyers (see Chapter 38, paragraphs 113-3(b) and 113-5, *1967 Ill. Rev. Stat.*).

While legal protections were being expanded, Illinois' economy was expanding in every way. In the current century, Chicago has developed into a financial center. Since 1963, Illinois has been the nation's leader in both agricultural and total exports and, in 1968, occupied the same position in foreign sales of manufactured products. The state's seventh year of continuous increase in the number of new and expanded plants was 1967, and that year the state's gain increased 9 per cent over the previous year's record. This increase meant that over 1,100 new businesses opened in Illinois and that companies already in Illinois expanded to create 65,000 new jobs. Likewise, in 1967, total personal income in Illinois amounted to $40.6 billion, an increase of 6 per cent over the 1966 total, according to the U.S. Department of Commerce.

As Illinois' economy has expanded, its population has shifted. Of the entire population of the state, approximately 70 per cent of all persons live in the six-county Chicago Standard Metropolitan Statistical Area; and Chicago, particularly, has attracted newcomers of Negro, Puerto Rican, Mexican, Appalachian white, and American Indian backgrounds. The increasing demand for legal services, the rapid rise of the state's economy, and the compaction of a large number of people into a relatively small area have done significantly more than just increase legal problems. These factors have created new fields of law practice and have led to the development of new approaches in determining policies by those who make our laws, those who apply them, and those who are the ultimate recipients of their application.

Present Legal Education Capacity

An immediate task that the Committee undertook involved determining Illinois' present legal education capacity. To accomplish this end, a questionnaire was sent to the state's seven law schools requesting information about first-year class enrollments, the number and types of degrees awarded at completion of law school, and the pass-fail rate on the Illinois bar examination. At the same time, data concerning the number of in-state and out-of-state graduates taking the Illinois bar examination were requested from the Board of Bar Examiners; the number of lawyer deaths per year was estimated from figures supplied by the Illinois State Bar Association, and a table of population projections was obtained from the Department of Business and Economic Development. The result of a combination of all of this data, as well as the state's year-by-year movement along a traditional scale of lawyer-to-population ratios, is shown in Table 1.

TABLE 1

ILLINOIS' LAWYER-TO-POPULATION RATIOS

	Jan.'67	Jan.'68	Jan.'69	Jan.'70	Jan.'71	Jan.'72	Jan.'73
Population Projections	10,722,000	11,271,823	11,415,679	11,559,535	11,691,600	11,823,665	11,955,230
Lawyer Projections	18,750	19,285	19,820	20,355	20,890	21,425	21,960
Ratios of Population Per Lawyer[a]	1/572	1/584	1/576	1/567	1/559	1/551	1/544

	Jan.'74	Jan.'75	Jan.'76	Jan.'77	Jan.'78	Jan.'79	Jan.'80
Population Projections	12,087,795	12,219,860	12,351,925	12,483,990	12,616,055	12,748,120	12,288,179
Lawyer Projections	22,495	23,030	23,565	24,100	24,635	25,170	25,705
Ratios of Population Per Lawyer[a]	1/537	1/530	1/524	1/518	1/512	1/506	1/500

[a]In 1955, Illinois' lawyer-to-population ratio was 1/528. For 1958 through 1961, the ratio increased to approximately 1/534; and in 1964, the ratio decreased to its 1958 level. These data show that not in the last twelve years has Illinois had a ratio as high as it was in 1967. In fact, when the Committee used the state's lawyer-to-population ratios for the years 1955, 1958, 1961, 1964, and 1967 to construct a straight regression equation, it found that if the past trend were to continue, Illinois' ratio would increase to 1/606 by 1985.

Some explanation of Table 1 is necessary. The population projections have been determined by anticipating that the 1959–61 gross reproduction rate will decline to the 1949–51 level in the period 1970–75 and will continue at that level through 1980. This same method was used in the research leading to the report of the Board on Senior Institutions.

The lawyer projections shown in Table 1 give the number of lawyers available in Illinois if:

1. the same percentage of Illinois law school graduates continues to pass the bar examination,
2. the number of out-of-state law school graduates who pass the Illinois bar examination continues at the mean for the five-year period from 1962 through 1967, and
3. the Illinois lawyer death rate remains at its present level.

The lawyer-to-population ratios are as indicated to 1980.

II. FUTURE LEGAL EDUCATION DEMAND

Illinois' Legal Needs

A second step in the Committee's deliberations centered in an attempt to identify the legal needs of the state and the legal education needs of its students. As one might suppose, identification of these latter concepts was found somewhat illusory. One of the problems that arises in determining present adequacy and future demand for legal services is that the relationship between demand and population can not be proved; nor is there a proved correlation between demand for legal services and rise in state income or production. According to the American Bar Association, "There are too many unknown and variable factors to be taken into account to permit accurate prediction." Because of this disadvantage, the Committee found the ratio of lawyer to population an unsatisfactory, although not completely meaningless, scale with which to work.

In order to form a more meaningful concept, the Committee began to inquire into identifiable areas of legal need throughout Illinois. An initial effort was made to reveal the number of lawyers actually practicing law in each county of the state. However, once this information was collected, the Committee found that, when compared with data from the American Bar Association, the county sources proved to be inaccurate. In spite of this fact, the Committee assumed that any inaccuracies were consistent throughout the listing and recognized that the southern half of Illinois generally showed a low ratio of lawyer to population.

Two other areas which the Committee identified as holding special importance were (1) the availability of lawyers in state and local government and (2) the pressing demand for lawyers in the area of legal service programs. A check of available data revealed that in 1967 Illinois had 5.6 per cent of its total lawyer force working full time for city, county, and state government. This percentage has remained relatively stable for the last six years while other leading states in the nation (New York, California, and Texas), all comparable to Illinois in population and economic growth, have increased their government lawyer forces 2 per cent every three years, with California reaching a high of 10.8 per cent in 1967. The Committee found not only that Illinois has not increased over the past six years the percentage of attorneys it employs but also that Illinois has encountered considerable difficulty in maintaining the level of legal services it offers. The Attorney General's office informed the Committee that in the past year it had contacted the Illinois State Bar Association and the deans of the state's law schools and that it had sent a total of 545 letters to individuals passing the state bar examination, asking young lawyers to come to work for the state. For all of its effort, that office received five replies from individuals who thanked it for its interest but were not interested in a job at the time. The Committee realized that if Illinois is to improve the level of legal services associated with state and local government, the state must make a special effort to provide more lawyers on whose services state government may draw.

A problem similar to that of the state's in the availability versus the demand for lawyers revealed itself in the area of legal service programs. After checking with the Legal Aid Bureau of the United Charities of Chicago and the Illinois Office of Economic Opportunity, the Committee found that the state had 117 lawyers, about 90 located in Cook County, engaged in full-time legal service work. According to projections of the National Legal Aid and Defender Association, there was a need for an increase of 604 to a total of 721 within the next several years. This projection was based on an estimate that 25 legal service cases are generated out of every 1,000 of population, whether the population is poor or not, and that a legal service lawyer can handle 400 "cases-per-year." ("Cases-per-year" means applications to a Legal Aid Bureau for service. One or two interviews, consultation, advice, or a telephone adjustment is sufficient for many applicants. Likewise, a good deal of the legal aid lawyer's time is taken up with group consultation, answering the questions of social service departments and similarly related activity.) Based on the relationship of cases generated per population and cases handled per lawyer, the following number of legal service program attorneys were thought to be needed in each of the following years:

Years	1974[a]	1975	1976	1977	1978	1979	1980
Attorneys needed	758	766	772	780	788	796	805

[a] The projections begin in 1974 only because this is the first year that Illinois could possibly begin to make additional lawyers available for legal aid programs.

The Committee agreed with the methods of determining legal service lawyer needs used by the above agencies and with the *minimum* needs outlined above.

As the result of a fourth area of inquiry, the Committee found that Illinois law schools began to turn away qualified applicants for the first time in 1964. In 1964–65, 64 students were denied law school enrollment for lack of space; in 1965–66, 46; in 1966–67, 208; and in 1967–68, 380. The Committee also discovered that many well-qualified students had put aside the study of law simply because there was lacking on many campuses the "advertising" to encourage them to think about such a career. Even more seriously, the Committee found that many qualified students who did acquire an interest in going on to law school had to be told that their chances for admission were uncertain, dependent on how many other students applied.

Still a fifth area which the Committee felt should hold some significance was the call for different types of legal practice. An inquiry at the Lawyer Placement Information Service of the American Bar Association revealed that while roughly 75 per cent of the attorneys in Illinois were engaged in individual, associate, or partnership practice, almost 90 per cent of the requests to the L.P.I.S. for attorneys in Illinois were from private concerns. This information, by itself, is not of particular note. One would expect large private organizations to hire through other organizations. However, what *is* of interest is that when a request originates from outside of the Chicago Standard Metropolitan Statistical Area, the placement service has extreme difficulty in interesting any young lawyer in its potential. The majority of beginning attorneys using the service would prefer to practice corporate law in Chicago. Unfortunately, the vast majority of corporations in need of lawyers demand that an applicant have several years' experience before they will consider hiring him. As a consequence many beginning attorneys can not find the type of employment they want, corporations can not hire the experienced attorneys they prefer, and "downstate" attorneys can not fill their needs for associates.

At this point in its review of the demand for legal talent, the Committee felt it had identified an immediate need to increase Illinois' legal education capacity. However, the Committee did not feel that the information it had accumulated indicated more than specific needs and was not satisfied that it had enough information to recommend the extent to which the state should expand its legal education capacity. In order to correct this lack of information, the Committee directed its inquiry to the demand for legal services placed on lawyers throughout Illinois. To accumulate appropriate data, the Committee selected a more direct research method: questioning practicing attorneys.

In November, 1968, 1,875 questionnaires were mailed to a stratified random sample of Illinois attorneys selected from *Sullivan's Law Directory 1968–69* and the *Illinois Legal Directory 1967–68*. The questionnaire was divided into several sections, one of which dealt with the demand for the recipient's legal skills. Of the 1,875 questionnaire recipients, 1,070 or 57 per cent returned their completed questionnaires in time to be processed. Prior to mailing the questionnaire, it was decided to consider important any service demand data found to reach the .20 level. After statistically analyzing and logically interpreting the information provided through the questionnaire, the Committee drew the following conclusions:

1. Illinois attorneys refer a mean of three potential clients a year to other attorneys because of insufficient time. A significantly greater number of clients are referred for this reason by lawyers from rural [1] as opposed to metropolitan [2] counties.

2. Illinois attorneys refer a mean of twelve potential clients a year to other lawyers for legal or financial reasons. Lawyers from central[3] and southern Illinois [4] tend to refer a greater number of clients for these reasons than lawyers from the Chicago area [5] and northern Illinois outside the Chicago area [6].

3. Approximately 50 per cent of the respondents to the questionnaire indicated that they would hire a full-time assistant if one were available. The number of additional lawyers actually hired might be lower than that indicated by the survey, but a considerable demand for additional lawyers exists throughout Illinois.

After completing all of the aforementioned inquiries, the Committee unanimously concluded that the active membership of the legal profession throughout Illinois is presently too small and that the rapidly multiplying demands, from both private and public sectors of society, for legal counsel and representation will render it impossible for the legal profession to meet its responsibilities unless the number of qualified lawyers graduated annually by the law schools in Illinois is materially increased over the next several years.

[1] (NC=83, NL=127; $\bar{x}$= 7.18; S=11.40)
[2] (NC=19, NL=737; $\bar{x}$= 3.0; S= 9.35)
[3] (NC=24, NL= 67; $\bar{x}$=14.66; S=28.65)
[4] (NC=54, NL= 78; $\bar{x}$=10.19; S=18.45)
[5] (NC= 5, NL=650; $\bar{x}$= 9.73; S=15.45)
[6] (NC=21, NL= 63; $\bar{x}$= 7.50; S=10.50)

III. MEETING THE FUTURE LEGAL EDUCATION DEMAND

Having discovered a need to increase significantly the number of law school graduates in Illinois, the Committee turned its attention to the most expeditious methods of meeting the state's legal education needs. The Committee outlined these methods as follows:

1. to expand the University of Illinois College of Law at Champaign-Urbana,

2. to offer some incentive for expansion to established nonpublic law schools in Illinois,

3. to found a new state law school, and

4. to utilize any combination of the above methods.

In order to properly evaluate the possibilities for expansion, the Committee invited all of the public and nonpublic universities in Illinois with graduate or professional programs to present oral and written statements for Committee consideration. In this way, the Committee hoped to identify any area of legal education that a university might provide for the state. In addition, the Committee requested reports from other states which had expanded their legal education facilities within the last ten years.

As a result of the statements by the universities in Illinois and a review of the criteria used by other states to meet their legal education demands, the Committee on Legal Education recommends that:

1. As a priority item, to be initiated first in the state's legal education expansion, the University of Illinois College of Law at Champaign-Urbana, in accordance with its proposed plans, expand its entering class space from 225 to 375 by the academic year 1971–72, thus expanding its normal enrollment capacity from 600 to 1,000 by 1973–74.

2. As a secondary step, to be carried out simultaneously with number three, the annual number of graduates from nonpublic law schools be increased by 100 to 150 by the year 1980. This increase will require that:

   a. A single, nonrecurring planning and construction grant be made to nonpublic law schools for items required in expanding the schools' educational programs, based upon an acceptance of a minimum of 25 additional Illinois students. This allocation be calculated on the basis of $12,500 per student for the first 25 Illinois resident students of projected enrollment increase and $13,000 for each of the next 5 projected Illinois resident enrollees.

   b. Annual operating funds be granted to nonpublic law schools at a rate of 60 per cent of the median per student expenditure per year for each Illinois resident student receiving full-time instruction above its fall 1968–69 enrollment.

3. Southern Illinois University at Carbondale, in accordance with its presentation to this Committee, establish a law school with a total enrollment of approximately 300 students.

The Committee considered the expansion of the University of Illinois College of Law to be the most expeditious method of meeting the state's immediate legal education needs for several reasons. First, this approach will take advantage of one of the country's major library resources. The University of Illinois central library is the largest state university library in the nation, exceeded in size only by Harvard and Yale. The University of Illinois law library collection numbers approximately 200,000 volumes and is the thirteenth largest university law library in the United States. Because of this fact, the law library will provide services for the proposed increase of students with minimal expenditure and inconvenience.

Second, while there is no figure that represents the ideal size for a law school, it is clear that law schools can have relatively high enrollments and provide excellent legal education. In the Middle West, the pattern of a large state law school predominates, and outstanding Big Ten colleges of law have been the result. In other states, like California, it has been the practice to build existing institutions to an optimum size before starting additional law schools. Optimum size in this case seems to be about 1,000 students; and, as Berkeley and U.C.L.A. approached that figure, California opened a new school at Davis and formulated plans for still another when the Davis campus reaches capacity. Some of the nation's leading law schools, such as Columbia and Michigan, have also leveled off at the 1,000 figure and feel that this represents an optimum size for both faculty and students.

Third, the Committee put considerable emphasis on the problems attendant to securing an adequate law school staff. Recruitment of staff for an expanded facility, the Committee felt, would be more successful at the University of Illinois because of its excellent reputation. Since the Committee was concerned with beginning to meet the state's immediate legal education needs by the most rapid and most effective means possible, it seemed preferable to use the law school at Champaign-Urbana as the point of initiation.

The Committee recommends the expansion of existent nonpublic law school facilities for two reasons. First, the Chicago area, with approximately 70 per cent of the state's population, offers no publicly financed legal education. It seemed logical to the Committee for the state to finance some legal education in its population center.

Second, the Association of American Law Schools' special committee on new law schools has carefully considered the need for additional law school facilities throughout the United States and has made it clear in a "Guideline Statement on the Establishment of New Law Schools" that such schools should be established only when existing, fully accredited institutions can not meet the demands. Thus, "the establishment of additional schools becomes desirable in those situations where the present and potential capacity of existing schools or the type of training they offer does not give promise of meeting prospective needs for lawyers." The Committee felt that the six law schools in the Chicago area offered the prospect of meeting the need for lawyers and, in light of the A.A.L.S. guideline statement, recommends their utilization.

In recommending the establishment of a law school at Southern Illinois University at Carbondale, primary emphasis was placed on an established university attracting good students to other schools and departments and a firmly based complex of graduate and professional schools. The Committee felt, as did the Consultants on Legal Education for the State of Florida, Board of Control, that no one school or college could ordinarily be expected to be of very high caliber unless the general level of the university to which it is attached is good. Correspondingly, when the general level is good, the administration is most unlikely to permit any one school or college to drop very far below that level.

The instructional staffing of a new law school will obviously be critically affected by the environment in which the new school is to be placed. The more broadly based and more firmly established the parent institution is believed to be, the better is the chance that a good law teacher will be willing to cast his lot with the new school. We are not speaking here merely of size or of age. Of great importance are the existing standards of the institution and their recent trend, the opportunity for interdisciplinary exchanges, the increased research opportunities afforded by general (as distinguished from law) library and other university facilities, and the wide range for cultural interests afforded by a true university complex. The Committee feels that, whether viewed from the angle of the teacher, the prospective student, or the professional evaluator, the risk of poor quality legal education goes up as the strength of the parent university comes down.

It is the Committee's opinion that Southern Illinois University at Carbondale offers all of the aforementioned assets that can be utilized with a law school and that the creation of such a school at S.I.U. will, in turn, have important additional benefits for other university programs, especially at the graduate level. Southern Illinois University is, along with the University of Illinois, categorized by the state's Master Plan of Higher Education as a comprehensive university. As a comprehensive university, S.I.U. already has staff and library resources which constitute substantial and valuable assets for a beginning law student and a foundation on which a law school can be erected with neither wasted effort nor wasted money. The Carbondale campus of Southern Illinois University now has doctoral programs in government, sociology, philosophy, psychology, and other related behavioral science fields and masters' programs in community development and rehabilitation. It also has a significant computer center and a program in the computing sciences. The Center for the Study of Crime, Delinquency, and Correction was founded at S.I.U. in 1962. The Center's program is clearly related to a program of legal education, and its staff would materially strengthen and support a

newly created law school at Carbondale. Another significant resource already in existence at the Carbondale campus is the Public Affairs Research Bureau. An even more obvious resource for this university to establish a new law school is the legal collection of its general library. In the aggregate, the Morris Library contains a total of 55,000 volumes and supporting material for a law library in the form of indexes; encyclopedias; court reports; statutes and codes; government documents; legal periodicals; and a vast amount of basic research data in the fields of local, state, and national government. This collection is kept up to date by an approximate annual expenditure of $35,000 for legal acquisitions. The Committee generally agreed that the strongest and most broadly based of the state universities that indicated an interest in establishing a law school was Southern Illinois University at Carbondale.

IV. LAW SCHOOL CURRICULA, INTERDISCIPLINARY TEACHING, AND RESEARCH

Law schools can not have, and probably should not have, identical curricula. Although all ABA-approved schools profess to be "national" in the sense that they do not emphasize local case law and statutes to the exclusion of all else, each law school should be and must be encouraged to respond to the needs of the bar and the society which it particularly serves.

A review of the curricula of the seven Illinois law schools reveals that each institution recognizes that a primary goal of legal education must be the training of students to think like lawyers and that this goal is most effectively accomplished by establishing a curriculum of required, basic courses in both private and public law in the first-year program. The Committee agrees that such an approach is most appropriate in the light of every law school's obligation, at least at the professional level, to prepare lawyers as generalists.

Among the Illinois law schools, the major differences in curricula appear to be in the breadth and the nature of the elective course offerings. Several schools offer electives only in the senior year; at others, in only the first year is the program established as required; at certain schools, the junior or second year consists of curricula offering both elective and required courses, and only the senior year is wholly elective.

After an extensive review of legal education literature from 1962 to date, the Committee identified three major areas—practical legal problems, social sciences, and theory—which contained implications for the improvement of the law school curriculum. "The unsolved problem of legal education," according to Justice Robert Jackson, "is how to equip the law student for work at the bar of the Court." Others also believe that law schools are not preparing the student adequately for the practice of law. Authors on this subject tend to feel, as does Karl Llewellyn, that case teaching has led to the propagation of narrow, unimportant doctrine in the upper years of law school and leaves the graduate not only unprepared to represent his client in court but also often unaware of many practical problems he will have to overcome once he begins to practice.

In addition to encouraging some change in the law school curriculum as it relates to actual legal problems and theoretical case study, authors indicate considerable interest in the relationship of the law school to the behavioral or social sciences. Recently Professor Fred Rodell of the Yale University Law School remarked of the Harvard method of legal education that:

> The only way of passing was to memorize the cases
> By name and rules,
> For only fools
> Would bother to find the basis;
> The lad who could spout a thousand or two
> Would likely be head of the Law Review.
> God help the future of legal learning!

Although Professor Rodell was speaking sardonically and in a manner fitting the traditional Harvard-Yale rivalry, a significant pressure for change in legal education and research is indicated by his poetry. Many authors now feel that legal education and research should be redirected to contribute significantly to the solution of social problems by employing an empirical as opposed to a purely doctrinal approach. Such authors advocate the study in law school of subjects dealing with the political science of the legal system, small group interaction, psychological aspects of law, the role that social factors play in shaping various laws, and the role that laws play in affecting society. Such authors point out that law was originally the very center of *universitas*, but now operates wholly apart from the intellectual community, like a technical school.

The three criticisms of legal education discussed above relate to the following statements:

1. Law students do not have enough contact with actual legal problems and the courts.

2. Law schools place too much emphasis on theoretical case study.

3. Law schools have lost touch with other academic disciplines as they relate to law.

In order to accumulate some objective data which could be used to indicate what curriculum, if any, better prepares lawyers to serve their clients and how attorneys feel about proposed methods of curricular improvement, the Committee constructed several questions intended to measure these attitudes among Illinois attorneys and included them in its questionnaire. Prior to mailing the questionnaire, it was decided to consider any curricular data important if it reached the .10 level.

Interpretation of the data collected from the questions regarding the law curriculum is interesting. In Table 2 the relationship between the respondent's evaluation of the curriculum which he followed in law school and its adequacy in preparing him to serve his clients or employer is indicated. For this table, respondents who "Agreed Strongly" or "Agreed" that their preparation was adequate are ranked high in their curricular rating, while those who "Disagreed Strongly" or "Disagreed" are ranked low. The three curricular types were defined in the question and can be understood as:

1. Case Study: the study of solved legal problems and the identification of tangential issues.

2. Case Study Plus Problem Solving: the study of unsolved legal problems, independent research, and seminar papers.

3. Interdisciplinary: the study and solution of legal problems with the aid of skills, personnel, and research from other disciplines.

TABLE 2

CURRICULAR TYPES AND EVALUATIONS OF PREPARATION TO SERVE CLIENTS OR EMPLOYE

Rating of Curriculum in Its Preparation for Service to Clients or Employer	Case Study		Case Study Plus Problem Solving		Inter-disciplinary	
	N	%	N	%	N	%
High	303	64	293	72	54	86
Low	168	36	111	28	9	14
Total	471	100	404	100	63	100

The data suggest that a significantly greater proportion of lawyers who studied under the case study plus problem solving approach as opposed to the purely case study curriculum felt that their preparation was adequate (.01% probability). The table also indicates that a significant proportion of lawyers who studied under an interdisciplinary curriculum as compared to the case study plus problem solving approach rated this curriculum high (.62% probability) in their preparation to serve properly their clients or employer.

Carrying the data analysis to its second stage, Table 3 shows the relationship between proposed methods of improving the law school curriculum and the curriculum under which the respondents studied. For this table, respondents who marked their questionnaire on the "Agreed" side are recorded as "Approved" for the suggested curricular change; those who marked on the "Disagreed" side are recorded as "Disapproved."

Statistical conclusions which can be drawn from these data suggest that those individuals practicing at the bar of the court generally feel they would be better prepared to serve their clients or employer if, while in law school, they had had more practical experience with actual legal problems and the courts. Lawyers tend to divide almost equally on the question of encouraging more contact with other academic disciplines, although they generally feel they do not need any additional theoretical case study in law school.

The implications of this research can be succinctly stated. First, the study does not show that any of the changes proposed for law school curricula are of *no* importance. Such decisions are best left to law school deans and educational theorists. What this study does show is the attitude of practicing attorneys toward

several commonly suggested methods of curricular improvement. Second, if those individuals who construct a law school curriculum place any importance on the attitude of practicing attorneys, they should begin to think in terms of incorporating interdisciplinary courses in their curricula and of establishing "internship," "clerkship," or "legal clinic" work in their educational programs.

TABLE 3

ATTITUDES TOWARD CURRICULAR IMPROVEMENT

Curriculum Studied	More Practical Experience with Actual Legal Problems and the Courts		More Contact with Other Academic Disciplines as They Relate to Law		More Theoretical Law Work	
	Appr.	Disappr.	Appr.	Disappr.	Appr.	Disappr.
Case Study	343	39	138	119	48	223
Case Study plus Problem Solving	320	40	127	102	47	225
Interdisciplinary	38	13	25	20	5	35
Total	701	92	290	241	100	483
Total Percentage	88%	12%	55%	45%	17%	83%

The Committee recommends:

4. No single curriculum can be identified as superior in all respects to any other approach in legal education. Each law school in Illinois should decide whether the type of background and education it provides meets the needs of society and the bar. In making its decision, each school should consider the demand of the profession for special skills, for legal clinic work, for imaginative legal and social planning, and for research. Law schools should remember their duty to prepare lawyers with general abilities.

5. Law faculties should strengthen their relationships with the scholars of other disciplines and should profit by the knowledge and the methods of those disciplines, particularly the social and computer sciences.

Minority Groups

The legal profession in Illinois recognizes the desirability of bringing minority group members into the legal profession. In years to come, changes in the general values of our society will have far-reaching effects on our country. The direction and the results of these forces will be determined in large measure by the coming generation of leaders, particularly those from within the disadvantaged groups. American lawyers, educated in the evolutionary traditions of Anglo-American law, have always served as constructive leaders in political and social developments; and there is no reason to believe that this service will not continue. It is, therefore, important that the leadership have its fair share of individuals trained in the analytical and organizational skills of the law. Yet only one to two per cent of the nation's lawyers now come from the previously mentioned minority groups. Because of this situation, it is important to find imaginative new ways to identify, to motivate, and to prepare Negroes, Indians, and Spanish-Americans for entrance into Illinois law schools.

One method of overcoming the problems in assisting minority group students to enter and to complete law school might be found in summer institutes.[7] After completion of a pre-legal education, a summer pre-law training session composed of remedial work in language, reading, writing, note-taking, and analytical

[7] The paragraph is based on the C.L.E.O. program.

skills could be combined with a certain degree of motivational pressure by a law school. After completion of a summer program and in conjunction with an individual's past academic record, his personality, his L.S.A.T. score, and other general considerations, the particular law school involved could determine the probability of law school success for such an individual and on that basis grant his admission to the freshman class the following fall. A student could take a reduced course load during the first and second semesters and could move into law school work more slowly, with confidence and a sound intellectual base.

The above method of bringing minority group members to law school is intended to illustrate what might be done, and it should not be considered applicable to every situation and each law school in Illinois. One school, because of its academic year, may find it impracticable to attempt such a program. Another school may find that some other approach will accomplish these same ends with less disruption to the school's present goals. Regardless of what approach is used, it is obvious that Illinois law schools must make a concerted effort to encourage all qualified individuals to enter the legal profession.

It is recommended that:

6. Undergraduate faculty members teaching college students and student advisors should work with the law schools in finding and motivating potentially successful law students with educational and cultural difficulties. Because of related financial difficulties, these students should be provided with state and private foundation financial assistance. While every law school in Illinois may not be able to undertake a program to educate disadvantaged individuals, each school that could develop a successful program to accomplish its implicit goals should do so.

Financial Assistance

Throughout the Committee's discussions of the ethnic and cultural groups minimally represented in the legal profession is the realization of the financial barriers partially responsible for their absence. At an initial level, the economic status of these disadvantaged groups, combined with the attendant lack of knowledge of their basic legal rights, results in an alienation of these groups from the legal fabric of society. This alienation may breed a hostility to the law that may render it an unacceptable, or at least an unconsidered, career choice for their youth. Even if this objection is surmounted, there remains the prohibitive cost of additional years of education. Table 4 shows estimates by law schools of expenses for full-time students in the academic year 1956–57. Since this time, the cost of living has increased 17.2 per cent.

For the student with a marginal cultural or economic background who has shown his ability and willingness to study, the loss of the salary that is available to a college graduate, for an additional three years, plus the expense of attending school for this same period becomes an almost insurmountable obstacle. Accordingly, the Committee feels that a two-fold assault must be made upon these financial barriers: first, in terms of financial assistance in the education of those students who can be developed for law school entrance and, second, in channeling trained lawyers into the areas of legal service to these minorities.

Recognizing that students attracted to legal education by special programs may be studying under the added handicap of a cultural and/or an educational lag, the Committee feels it is essential that any programs of state assistance include, in addition to tuition and materials, grants for living expenses for these students. Their records in law school will depend upon additional efforts to compensate for whatever deficiencies there may be in their pre-legal training and experiences. Provision of subsistence allowances to free them from the necessity of diverting part of their energies to outside employment may spell the difference between success or failure.

It is important that there be considerable flexibility in the program of allowance provided for the students since individual needs may vary widely. Since only three of the seven Illinois law schools currently provide living accommodations for law students and since six of the seven law schools are in the Chicago area, assistance, to be effective, will have to take into account a student's geographic distance from his school, the possible need to establish himself at some distance from his permanent home, and the then current costs of living in the school area.

In reviewing reports and figures on available pay scales and other incentives for young attorneys in state and local agencies (with particular attention to states' attorneys' offices) and in various legal aid pro-

grams, the Committee was concerned at the disparity between these and current opportunities in corporate and private practice. Also noted was the increase in lawyers in the public sector of the leading states of legal importance except for Illinois. While conscious that other practical solutions to these differences are imperative in order to attract talent, the Committee is hopeful that some alleviation of this shortage of attorneys in the public sector can be provided by incentives built into the student-assistance program outlined above. It felt that this goal could be achieved by enabling those students receiving state assistance to repay the state through their fully salaried services after completion of their legal education in those areas of Illinois state or local government or recognized legal aid programs where the shortage of attorneys is acute. Since it is imperative that such service involve wholehearted commitment in the quality of performance, such a program must be voluntary; and the alternative of repayment for state assistance in cash must be freely available. The cash basis for the repayment should be established at lending rates prevailing at the time the state grant is made, perhaps reviewed on an annual basis at the beginning of each year's study. The Committee recommends that the student be required to make his election to enter the compensating fully salaried service within a reasonable period following graduation and/or his passage of the Illinois Bar Examination and that alternative cash repayment and interest commence immediately upon expiration of this period allowed in which to make the election.

TABLE 4

MEDIAN LAW SCHOOL YEARLY ATTENDANCE COSTS, 1956-57[a]

Amount	Commuting Students		Resident Students	
100- 199	0		0	
200- 299	2		0	
300- 399	3		0	
400- 499	6		0	
500- 599	6		0	
600- 699	3		3	
700- 799	3		3	
800- 899	6		4	
900- 999	6		3	
1000-1099	9	MEDIAN	6	
1100-1199	3		4	
1200-1299	9		9	
1300-1399	4		5	
1400-1499	1		5	
1500-1599	2		12	MEDIAN
1600-1699	1		5	
1700-1799	0		1	
1800-1899	0		6	
1900-1999	0		2	
2000-2099	1		3	
2100-2199	1		3	
2200-2299	1		5	
2300-2399	1		2	
2400-2499	0		2	

[a]Journal of Legal Education, Vol. 16, p. 422.

It is recommended that:

7. A loan program be established for Illinois students to cover tuition, books, and living expenses. These loans to be made to the individual, to be repaid over a period of time with interest, and/or by participation in legal service programs or work in state or local government in Illinois. Repayment by service should be in terms of one year's work for every academic year in which state financial aid was used or four months' service for every three months of academic work completed with state aid.

Continuing Legal Education

The Committee recognizes the importance of programs of continuing education if the bar is to serve adequately the needs of the public. Formal law school education must, of necessity, be a general education in law. There is no time in a three-year curriculum for specialization, although there may be special emphasis on certain areas of law, much like an undergraduate major. Nor is there enough time to provide extensive instruction in the so-called "practical" aspects of a lawyer's work. Moreover, the law changes rapidly; and no law school graduate can expect to render adequate service if he views his law degree as a closed briefcase of knowledge. It follows that each lawyer must involve himself in a lifelong process of continuing legal education. Much of this must be self-education, but organized programs of continuing legal education are essential to help the alert practitioner meet his critical need.

Basically, this aspect of legal education is the responsibility of the organized bar. Fortunately, the Illinois State and Chicago Bar Associations have recognized this responsibility and have established the structure necessary to meet the needs of the bar. The Institute on Continuing Education, sponsored jointly by the Illinois State and Chicago Bar Associations, is now presenting a wide variety of programs throughout the state and plans to increase this service still further. The Committee welcomes the efforts of the Institute and views its work as a significant aspect of legal education in Illinois.

The law schools' role in continuing legal education embraces a wide range of activities. The law schools should cooperate with the Institute in planning its program and should provide both staff and ideas for the projects of the Institute. Obviously, physical facilities should also be made available to the extent that this is feasible. The opportunity for members of the profession to mingle with the students during the presentation of the programs can be beneficial to the profession as a whole. The various law schools of the state will also wish to present their own programs from time to time, and these programs will supplement the offerings of the Institute. Many of the law school programs will deal with developments on the periphery of the law and with interdisciplinary subjects where changing social conditions have a major impact on legal institutions. This phase of legal education should not be viewed as the principal mission of the law schools, however, and continuing legal education programs should be considered the primary responsibility of the organized bar in Illinois.

In addition to continuing legal education programs of the type just discussed, the law schools may provide special graduate level instruction that will lead to LL.M., M.C.L., and J.S.D. degrees. These programs are important in providing American legal education for foreign lawyers, in adding to the supply of available law teachers, and in giving an opportunity for some specialization to a limited number of students. These graduate programs will be restricted to a relatively small number of students and, while a vital part of legal education in Illinois, should be viewed primarily as a part of the legal research arm of the law schools.

It is recommended that:

8. The primary responsibility for continuing legal education programs in Illinois should rest with the Institute on Continuing Education, sponsored jointly by the Illinois State and Chicago Bar Associations. The law schools should cooperate with the Institute both in planning and in presentation, but their primary missions should be formal education of J.D. candidates. The law schools should continue to offer special programs in various areas to supplement the offerings of the Institute and, to the extent compatible with their own objectives, the law schools should offer graduate (post-J.D.) programs to a limited number of domestic and foreign students.

V. THE BAR EXAMINATION

The Committee recognizes and reaffirms the necessary dedication of the legal profession to public service and to the common good. Unlike many nonprofessional pursuits, the very word *profession* connotes extensive, formal, and specialized education to be applied and utilized ultimately in the service of the public. Moreover, the necessary and complete dependence of this nonprofessional public upon the professional man requires a reasonable guarantee of professional competency and of integrity and high ethical standards. Such guarantee is particularly essential in respect to each member of the legal profession, upon which each member and facet of our ordered society depends for its protection and very existence.

Over the last forty or fifty years, the legal profession, like the other learned professions, has determined that an examination, administered under the supervision of the court to all candidates for admission to the bar, constitutes the most objective, impartial, and reasonably accurate method of determining an applicant's competency and character. In all but four states (Wisconsin, Montana, Mississippi, and West Virginia), successful completion of such an examination is a prerequisite for initial admission to the bar. It should be noted that none of these states compares with Illinois in population, in urbanization, in membership in the legal profession, or in the number of law schools and total enrollments. As a consequence, the organized bars and the courts of these states are more easily able to evaluate regularly without examination the educational standards maintained by the one or two law schools within each respective state, and the character and fitness of the graduate, than would be possible in Illinois. The Committee is advised, also, that approximately 30 per cent of all applicants writing each Illinois bar examination for the first time received their legal education at out-of-state law schools. Even in the few states in which the "degree privilege" is extended to graduates of local law schools, successful completion of a state-administered examination is required of the graduate of out-of-state law schools prior to initial admission to practice because the bench and bar do not consider themselves qualified to evaluate the educational standards maintained at such schools. Accordingly, even if it be contended that every graduate of an Illinois law school has sufficiently demonstrated basic competence in the law and should be admitted to the bar without further examination, it is apparent that the present bar examination system would have to be retained as the currently most accurate method of testing the competence of the many applicants from out-of-state law schools.

Although there has been criticism of the form of bar examinations, and even of the very system, the Committee is unaware of any substantial demand on the part of the legal profession in Illinois, or generally elsewhere, for abolition of the bar examination. Nor is the Committee aware of an appropriate and adequate substitute.

Some of the criticism of the bar examination system has been voiced by legal educators who sincerely believe that schools approved by the American Bar Association's Council on Legal Education are better able to judge a student's competence over the three- or four-year law school program than is any board of bar examiners through the administration of a single examination. Although the force of such argument is apparent, the Committee may not overlook the following realities:

1. that no state approaching Illinois in population, complexity, number of law schools, or total law student enrollment has abolished its bar examination as a prerequisite for admission to practice;
2. that admission to the bar of Illinois is pursuant to standards set by the Supreme Court of Illinois;
3. that the standards of legal education for approved law schools promulgated by the American Bar Association are minimum standards and therefore can not guarantee the quality of the overall basic legal education afforded all students in every approved school;
4. that all educational institutions today are subject to direct and indirect pressures from within and from without which may, at least temporarily, affect both the content and the quality of the educational program and the professional competency of the graduate; and

5. that the primary responsibility for service to and protection of the public through the maintenance of the highest professional standards falls upon the legal profession itself, acting through the American Bar Association and local bar associations, and upon the court as the enforcing agency.

However, the Committee recognizes that the needs of society, so far as the legal profession is concerned, are changing and will continue to change and that legal education—the curricula and programs of the law schools—should also reflect these changes. Accordingly, the Bar of Illinois, through the court, has the responsibility to insure that the content and form of the bar examination constitute a reasonably accurate fair, and impartial measure of all applicants' competency to serve today's public as members of the legal profession.

It is recommended that:

9. There be continuing cooperation among the court, the bar, and the legal education profession with respect to testing procedures for admission to the bar.

VI. LAW-RELATED OCCUPATIONS

The Committee feels that it would be highly desirable for lawyers to use the available skills of others in areas that do not require a lawyer's knowledge of the intricacy of the law. The proper use of such individuals would increase the lawyer's professional output many times over and, at the same time, free the lawyer to pursue his particular legal interests. However, the Committee feels that there are serious problems attendant upon the development of a curriculum to train "lawyers' aids" or "legal technicians," not the least of which is the possibility of large-scale unauthorized practice of the law. For this reason, the Committee feels that it would be unwise for Illinois to attempt to train individuals for such work. Nevertheless, the Committee does recognize a serious need in the Illinois court system for qualified, trained personnel, particularly in the court-reporting and probation areas. Because of this shortage, the Committee feels that the Junior College Board should:

1. ascertain the needs of the state for adequately trained court supporting personnel and
2. establish appropriate programs to educate such personnel.

APPENDIX

TABLE A-1

PREDICTED RATIOS: POPULATION/LAWYER

	1970	1973	1976	1979	1983	1985
New York	377	377	378	379	380	380
California	719	728	737	745	754	763
Illinois	564	572	581	589	597	606
Texas	710	713	717	720	723	726
Ohio	712	728	745	761	778	794
D. C.	41	32	22	13	3	-6
Pennsylvania	907	888	869	851	832	814
Massachusetts	496	489	482	476	469	462
New Jersey	718	735	751	768	785	802
Michigan	914	935	956	976	997	1017

Method

For each state, population-per-lawyer ratios for the years 1955, 1958, 1961, 1964, and 1967 were used to construct a regression equation. This regression coefficient was then used to predict future values. The coefficient of determination, converted to percentages, for each of the states (reading vertically) are as follows: 14%, 79%, 50%, 12%, 44%, 74%, 69%, 12%, 74%, 50%. This figure represents the percentage of the total variation in the population-to-lawyer ratio that may be associated with change in time. In other words it is a measure of the influence of the change of time on the variation of the ratio of population to lawyer.

Walter C. Tousey
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University of Illinois

TABLE A-2

MEMBERS OF THE ILLINOIS
STATE BAR ASSOCIATION

		No.		Death Rate
Lawyer Membership 6/30/56		7,714	=	1.43
Deceased 7/1/56 - 6/30/57	111			
" Membership 6/30/57		7,875	=	1.23
Deceased 7/1/57 - 6/30/58	97			
" Membership 6/30/58		8,606	=	1.53
Deceased 7/1/58 - 6/30/59	132			
" Membership 6/30/59		8,676	=	1.30
Deceased 7/1/59 - 6/30/60	113			
" Membership 6/30/60		9,080	=	1.23
Deceased 7/1/60 - 6/30/61	112			
" Membership 6/30/61		9,562	=	1.08
Deceased 7/1/61 - 6/30/62	104			
" Membership 6/30/62		9,941	=	0.88
Deceased 7/1/62 - 6/30/63	88			
" Membership 6/30/63		10,559	=	1.22
Deceased 6/1/63 - 6/30/64	129			
" Membership 6/30/64		11,225	=	1.17
Deceased 7/1/64 - 6/30/65	132			
" Membership 6/30/65		11,825	=	0.99
Deceased 7/1/65 - 6/30/66	118			
" Membership 6/30/66		12,531	=	1.07
Deceased 7/1/66 - 6/30/67	135			
" Membership 6/30/67		12,935		

TABLE A-3

ILLINOIS BAR EXAMINATION DATA

Bar Examination Date	First Writing			Year		
	Total	Out-Of-State	Illinois	Total	Out-Of-State	Illinois
March '63	174	44	130			
Sept. '63	502	158	344	676	202	474
March '64	170	44	126			
Sept. '64	563	155	408	733	199	534
March '65	186	53	133			
August '65	646	208	438	832	261	571
March '66	193	54	139			
August '66	693	199	494	886	253	633
March '67	193	70	123			
August '67	795	252	543	988	322	666
March '68	215	70	145			

TABLE A-4

FRESHMAN APPLICATIONS INITIATED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	709	837	1,008	1,115	1,162
Loyola	261	333	370	404	473
Univ. of Illinois	522	709	788	959	1,111
Chicago-Kent	307	341	382	548	623
Univ. of Chicago	951	1,072	1,329	1,266	1,242
DePaul	-	-	-	-	-
John Marshall	324	394	593	736	886
Total	3,074	3,686	4,470	5,028	5,497

TABLE A-5

FRESHMAN APPLICATIONS COMPLETED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	864	803	960	1,040	1,088
Loyola	200	261	279	305	414
Univ. of Illinois	483	622	689	868	1,025
Chicago-Kent	184	249	236	281	312
Univ. of Chicago	756	819	1,109	1,173	1,142
DePaul	438	429	470	517	560
John Marshall	284	287	448	596	648
Total	3,209	3,470	4,191	4,780	5,189

TABLE A-6

FRESHMAN APPLICATIONS APPROVED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	397	432	399	425	444
Loyola	185	205	213	218	307
Univ. of Illinois	359	428	465	501	514
Chicago-Kent	145	199	185	228	251
Univ. of Chicago	410	391	446	490	480
DePaul	337	314	267	292	302
John Marshall	268	272	422	521	563
Total	2,101	2,241	2,397	2,675	2,861

TABLE A-7

FRESHMEN ACTUALLY ENROLLED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	163	180	183	180	176
Loyola	123	148	149	149	179
Univ. of Illinois	225	229	220	241	237
Chicago-Kent	134	185	168	188	192
Univ. of Chicago	144	152	148	154	150
DePaul	233	229	216	217	238
John Marshall	218	234	368	370	381
Total	1,240	1,365	1,452	1,499	1,553

TABLE A-8

FRESHMEN DENIED ENROLLMENT FOR FAILURE TO MEET ADMISSION REQUIREMENTS

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	467	371	561	615	644
Loyola	15	56	66	87	107
Univ. of Illinois	124	144	178	199	213
Chicago-Kent	0	0	0	0	1
Univ. of Chicago	346	428	663	683	662
DePaul	101	115	203	225	-
John Marshall	32	25	45	61	83
Total	1,087	1,139	1,716	1,870	1,710

TABLE A-9

FRESHMEN DENIED ENROLLMENT FOR LACK OF SPACE

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	-	-	-	-	-
Loyola	-	-	-	-	-
Univ. of Illinois	-	50	46	168	298
Chicago-Kent	0	14	0	40	37
Univ. of Chicago	-	-	-	-	-
DePaul	-	-	-	-	-
John Marshall	-	-	-	-	45
Total	0	64	46	208	380

TABLE A-10

LL.B. DEGREES GRANTED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	5	2	0	0	0
Loyola	5	4	4	3	7
Univ. of Illinois	74	84	110	25	10
Chicago-Kent	19	37	8	7	11
Univ. of Chicago	0	0	0	0	0
DePaul	57	55	66	81	19
John Marshall	64	80	72	44	15
Total	224	262	260	158	62

TABLE A-11

J.D. DEGREES GRANTED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	102	133	139	145	150
Loyola	29	43	50	53	69
Univ. of Illinois	0	0	0	93	140
Chicago-Kent	7	10	43	73	73
Univ. of Chicago	98	125	133	128	142
DePaul	61	59	52	73	116
John Marshall	6	10	8	6	50
Total	303	380	225	571	740

TABLE A-12

LL.M. DEGREES GRANTED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	8	9	10	6	8
Loyola	-	-	-	-	-
Univ. of Illinois	2	1	7	1	2
Chicago-Kent	-	-	-	-	-
Univ. of Chicago	2	2	3	2	3
DePaul	-	-	-	-	-
John Marshall	4	4	4	6	5
Total	16	16	24	15	18

TABLE A-13

M.C.L. DEGREES GRANTED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	-	-	-	-	-
Loyola	-	-	-	-	-
Univ. of Illinois	2	2	5	3	6
Chicago-Kent	-	-	-	-	-
Univ. of Chicago	14	15	15	9	24
DePaul	-	-	-	-	-
John Marshall	-	-	-	-	-
Total	16	17	20	12	30

TABLE A-14

J.S.D. DEGREES GRANTED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	3	1	1	3	0
Loyola	-	-	-	-	-
Univ. of Illinois	-	-	-	1	1
Chicago-Kent	-	-	-	-	-
Univ. of Chicago	1	1	1	0	0
DePaul	-	-	-	-	-
John Marshall	-	-	-	-	-
Total	4	2	2	4	1

TABLE A-15

OTHER LAW DEGREES GRANTED

	1963-64	1964-65	1965-66	1966-67	1967-68
Northwestern	-	-	-	-	-
Loyola	-	-	-	-	-
Univ. of Illinois	-	-	-	-	-
Chicago-Kent	-	-	-	-	-
Univ. of Chicago	-	1	1	-	-
DePaul	-	-	-	-	-
John Marshall	-	-	-	-	-
Total	0	1	1	-	-

TABLE A-16

GRADUATES TAKING BAR EXAMINATION[a]

		9/63	3/64	9/64	3/65	8/65	3/66	8/66	3/67	8/67
1	Northwestern	--	--	--	--	--	--	112	26	106
2	Loyola	39	8	49	13	50	7	55	14	81
3	Univ. of Illinois	64	16	67	23	87	29	103	28	127
4	Chicago-Kent	21	13	30	21	31	22	50	25	60
5	Univ. of Chicago	68	18	63	25	63	26	74	27	69
6	DePaul	93	53	85	47	85	80	110	56	102
7	John Marshall[b]	--	--	--	--	--	--	--	--	--
T		285	108	294	129	316	164	504	176	545

TABLE A-17

GRADUATES PASSING BAR EXAMINATION[a]

		9/63	3/64	9/64	3/65	8/65	3/66	8/66	3/67	8/67
1	Northwestern	--	--	--	--	--	--	87	17	84
2	Loyola	32	4	41	10	41	6	41	7	50
3	Univ. of Illinois	58	13	63	20	66	26	89	24	99
4	Chicago-Kent	19	9	21	16	20	16	40	15	41
5	Univ. of Chicago	54	12	51	15	42	23	50	19	60
6	DePaul	77	45	70	38	56	60	92	43	92
7	John Marshall[b]	--	--	--	--	--	--	--	--	--
T		240	83	246	99	225	131	399	125	426

[a]The above data indicate a 5-year average pass rate of approximately 79% for Illinois graduates taking the bar examination.

[b]One school did not supply the figures relating to bar examination results. The data in this table include all graduates taking the bar examination, both the first time candidates and the repeaters.

TABLE A-18

PERCENTAGE OF GRADUATES PASSING BAR EXAMINATION[a]

		9/63	3/64	9/64	3/65	8/65	3/66	8/66	3/67	8/67
1	Northwestern	--	--	--	--	--	--	78	65	79
2	Loyola	82	50	84	76	82	86	75	50	62
3	Univ. of Illinois	91	81	94	87	76	89	86	86	78
4	Chicago-Kent	90	69	70	76	65	73	80	60	68
5	Univ. of Chicago	76	67	81	60	67	88	68	74	87
6	DePaul	83	85	82	81	66	75	84	77	90
7	John Marshall[b]	--	--	--	--	--	--	--	--	--

[a]The above data indicate a 5-year average pass rate of approximately 79% for Illinois graduates taking the bar examination.

[b]One school did not supply the figures relating to bar examination results. The data in this table include all graduates taking the bar examination, both the first time candidates and the repeaters.

QUESTIONNAIRE DATA

In 1963-64, Illinois' law school freshman class enrollment was..... 1,240

In 1965-66, the school year in which this same freshman class would have graduated, Illinois law schools offered a total number of J.D. and L.L.B. degrees 729

In 1966, the year in which this same class graduated, 139 Illinois law school graduates took the March bar examination, and 494 took the August bar examination for the first time 633

Using an average bar examination passing rate of 80%, developed from data provided by Illinois law schools, approximately..... 506 Illinois graduates were admitted to practice.

SUMMARY

1963-64	Beginning freshman class	1,240	
1965-66	Graduating class	729	(58.7%)
	Three year attrition	511	(41.3%)
1965-66	Illinois graduating class	729	
1966	Number taking Illinois bar	633	(86.7%)
	Illinois graduates not taking the Illinois bar examination	96	(13.3%)
1966	Illinois law school graduates taking the Illinois bar examination	633	
	80% of Illinois graduates passing the bar examination	506	(80%)
	Number of Illinois law school graduates not admitted to practice after taking the Illinois bar examination the first time	127	(20%)

The following information was developed in the same manner as the data on page one of the questionnaire.

1964-65	Beginning freshman class	1,365	
1966-67	Graduating class	802	(58.7%)
	Three year attrition	563	(41.3%)
1966-67	Graduating class	802	
1967	Number taking Illinois bar	666	(81.8%)
	Illinois graduates not taking the Illinois bar examination	136	(18.2%)
1967	Illinois law school graduates taking the Illinois bar examination	666	
	80% of Illinois graduates passing the bar examination	533	(80%)
	Number of Illinois law school graduates not admitted to practice after taking the Illinois bar examination the first time	133	(20%)

Method Used to Arrive at the Lawyer Projections on Table 1 in Chapter I

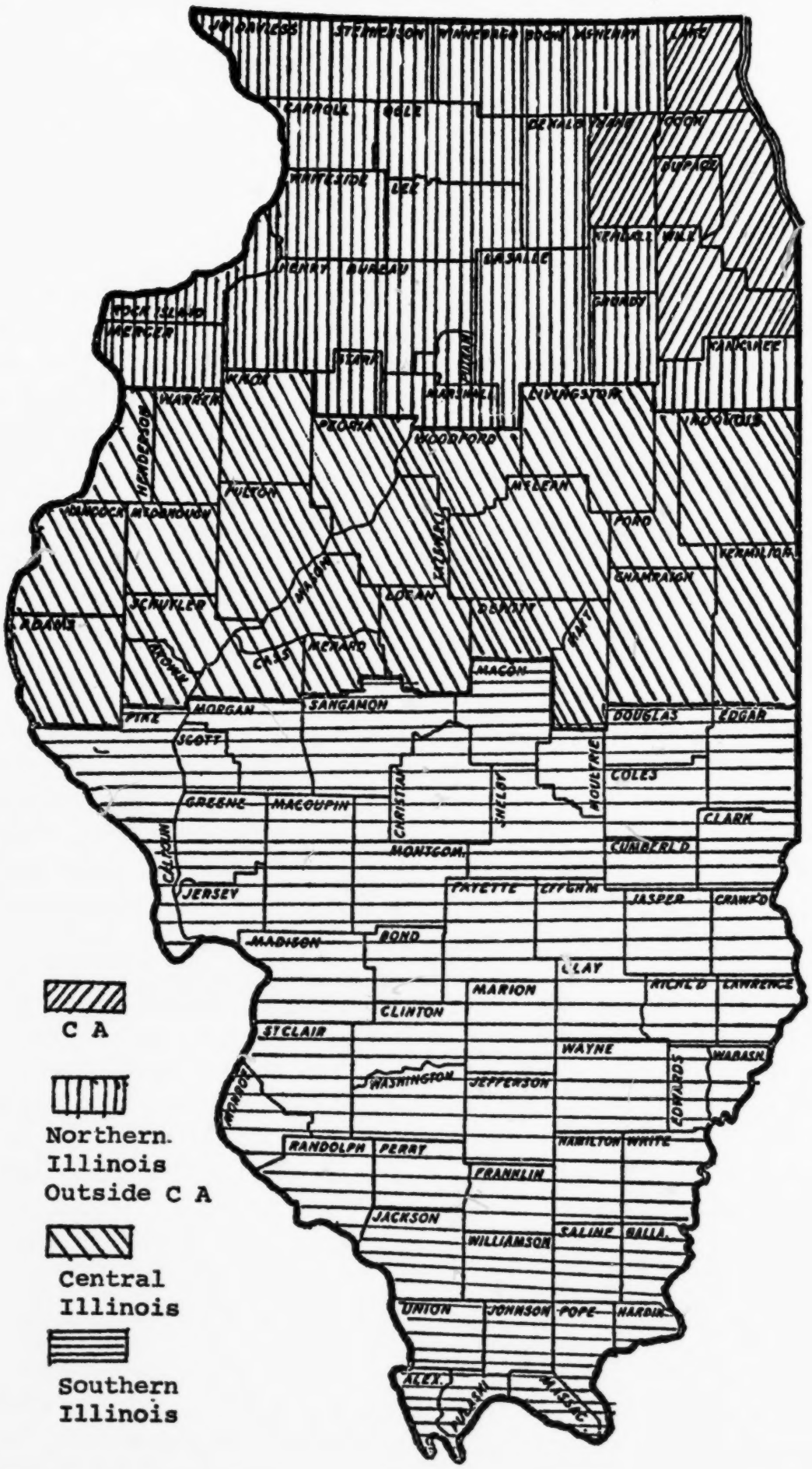
1. 1967 lawyers in Illinois (A.B.F. 1967 Statistical Report—18,750).

+2. [1967—First-year law school enrollment (1,553); minus three-year attrition rate (40%); minus number of law school graduates who do not take the Illinois bar examination (15%); minus number of law school graduates who take the bar examination and fail (20%); plus out-of-state law school graduates average over the past five years who take the Illinois bar examination (250); minus number of out-of-state graduates who take the bar examination and fail (20%); minus approximate number of Illinois lawyer deaths per year (200)] = +535 (rounded) per year.

+3. [1970—First-year law school enrollment (1,703). This number reflects the expansion of the University of Illinois by 150. The 1970 first-year class will graduate in 1973 and the effects of its expanded size will be reflected for the first time in the number of lawyers available in January 1974. The method of determining that number is the same as above] = +695 per year for 1974 and thereafter.

Explanation for the Number of State and Local Government Attorneys Added to the General Ratios of Lawyers Per Population

An increase of 1% of the state's lawyer force per year was added to the number of lawyers available for state and local government from 1973 (the year the 1970 freshman class will graduate) to 1976, and then maintained at this number from 1976 through 1980. This method results in an increase of 4% in the total number of lawyers in Illinois and maintains about 10% of the state's lawyer force available for employment by state and local government.


JO DAVIESS
STEPHENSON
WINNEBAGO
BOONE
MCHENRY
LAKE
CARROLL
OGLE
DEKALB
KANE
COOK
DUPAGE
WHITESIDE
LEE
KENDALL
WILL
HENRY
BUREAU
LASALLE
GRUNDY
ROCK ISLAND
MERCER
KANKAKEE
KNOX
STARK
MARSHALL
LIVINGSTON
WARREN
PEORIA
WOODFORD
IROQUOIS
HENDERSON
FULTON
MCLEAN
VERMILION
HANCOCK
MCDONOUGH
FORD
SCHUYLER
CHAMPAIGN
ADAMS
BROWN
CASS
MENARD
LOGAN
DEWITT
PIATT
MACON
PIKE
MORGAN
SANGAMON
DOUGLAS
EDGAR
SCOTT
MOULTRIE
COLES
GREENE
MACOUPIN
CHRISTIAN
SHELBY
CLARK
CALHOUN
MONTGOM.
CUMBERL'D
JERSEY
FAYETTE
EFFINGH'M
JASPER
CRAWF'D
MADISON
BOND
CLAY
MARION
RICHL'D
LAWRENCE
CLINTON
ST CLAIR
WAYNE
WABASH
WASHINGTON
JEFFERSON
EDWARDS
MONROE
RANDOLPH
PERRY
HAMILTON
WHITE
FRANKLIN
JACKSON
WILLIAMSON
SALINE
GALLA.
UNION
JOHNSON
POPE
HARDIN
ALEX.
WABASH
MASSAC
C A
Northern Illinois Outside C A
Central Illinois
Southern Illinois

STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION
300 East Monroe
Springfield, Illinois

November 22, 1968

Dear Sir:

As you know, there is considerable interest in the question: "Is legal protection in Illinois adequate?" There is, however, no source of information which can accurately indicate the demand for legal services in Illinois or the sufficiency of various law school curriculums in preparing attorneys to meet the problems they encounter when they begin to practice.

To partially remedy this gap, The Board of Higher Education, Committee on Legal Education is conducting a brief survey of attorneys. Your name and the names of approximately ten per cent of the attorneys in Illinois have been randomly drawn from various legal directories.

The Committee on Legal Education will greatly appreciate your filling out the enclosed questionnaire. It has no identifying marks and you are guaranteed total anonymity of your responses. It will only take three minutes to complete, although you may make any comments you wish between the lines of the questionnaire or on a separate sheet. A stamped, self-addressed envelope is enclosed for your convenience in mailing it back.

Please complete and return the questionnaire <u>within seven days</u>. We are hoping for the widest possible response because a large sample of responses is needed. We shall be happy to send you a summary of the results of this project when the study is completed. This study is to serve as a partial basis for possible changes in the number of law schools and the law school curriculum in Illinois.

Sincerely yours,

Arthur D. Browne

Arthur D. Browne
Associate Director

ADB/dt

STATE OF ILLINOIS
BOARD OF HIGHER EDUCATION
COMMITTEE ON LEGAL EDUCATION

I. GENERAL INFORMATION:

1. On the following line, please write the name of the county in which you work. 1)_____ (1-3)

(For each of the following statements, please indicate your answer by placing an "x" in the appropriate square after each inquiry.)

2. The highest law degree which I have received is a:

1) L.L.B.	1)☐	4) M.C.L.	4)☐	(4)
2) J.D.	2)☐	5) J.S.D.	5)☐	
3) L.L.M.	3)☐	6) Other	6)☐	

3. My primary source of income is through work in:.

1) Private industry	1)☐	6) Practice in a law firm	6)☐	(5)
2) Government	2)☐	7) Other law related employment (please specify_____)	7)☐	
3) Insurance or banking	3)☐	8) Other non-law related employment (please specify _____)	8)☐	
4) Teaching Law	4)☐			
5) Practice by myself	5)☐			

4. I spend approximately_____hours a week on work for my clients or employer.

1) Less than 29 hours	1)☐	5) 45-49 hours	5)☐	(6)
2) 30-34 hours	2)☐	6) 50-54 hours	6)☐	
3) 35-39 hours	3)☐	7) 55-59 hours	7)☐	
4) 40-44 hours	4)☐	8) 60 + hours	8)☐	

5. The curriculum which I followed in law school could best be classified as:

1) Traditional - case study approach. 1)☐ (7)

2) Traditional - case method, problem solving, lecture and seminar approach. 2)☐

3) Case method, problem solving, lecture and seminar approach combined with study of law related research from the disciplines of political science, sociology and psychology. 3)☐

II. LEVEL OF LEGAL WORK:

1. I have sufficient time to represent my clients or employer in the way I would like.

1) Yes☐ 2) No☐ (8)

2. I would be better able to serve my clients or employer if I had full time assistance of_____more attorney(s).

1) None	1)☐	4) Three	4)☐	(9)
2) One	2)☐	5) Four	5)☐	
3) Two	3)☐	6) Five +	6)☐	

3. Within the last year I have had to refer approximately_____ potential clients to other attorneys simply because I did not have sufficient time to do their law work.

1) None	1)☐	6) 20-24 clients	6)☐	(10)
2) 1-4 clients	2)☐	7) 25-29 clients	7)☐	
3) 5-9 clients	3)☐	8) 30-34 clients	8)☐	
4) 10-14 clients	4)☐	9) 35 + clients	9)☐	
5) 15-19 clients	5)☐			

4. Within the last year I have had to refer approximately_____ potential clients to other attorneys because I did not want to handle their case or the financial returns would have been insufficient.

1) None	1)☐	6) 60-74 clients	6)☐	(11)
2) 1-14 clients	2)☐	7) 75-89 clients	7)☐	
3) 15-29 clients	3)☐	8) 90-104 clients	8)☐	
4) 30-44 clients	4)☐	9) 105 + clients	9)☐	
5) 45-59 clients	5)☐			

5. Within the last year I have attended approximately_____ courses or conferences for practicing lawyers.

1) None	1)☐	4) Three courses	4)☐	(12)
2) One course	2)☐	5) Four courses	5)☐	
3) Two courses	3)☐	6) Five courses	6)☐	

6. Within the last month I have read approximately_____ articles from legal periodicals.

1) None	1)☐	5) 7-8 articles	5)☐	(13)
2) 1-2 articles	2)☐	6) 9-10 articles	6)☐	
3) 3-4 articles	3)☐	7) 11-12 articles	7)☐	
4) 5-6 articles	4)☐	8) 13 + articles	8)☐	

III. LAW SCHOOL CURRICULUM:

For each of the following questions, please indicate your opinion by placing the appropriate number on the line after each inquiry:

(1) Agree strongly (2) Agree (3) Unknown or no opinion (4) Disagree strongly (5) Disagree

1. The curriculum which I followed in law school prepared me to properly serve my clients or employer. 1._____ (14)

2. I would be better able to serve my clients or employer if, while in law school, I had:

a) more practical experience with actual legal problems and the courts 2a._____ (15)

b) more contact with other academic disciplines as they relate to law b._____ (16)

c) more theoretical law work c._____ (17)

THANK YOU VERY MUCH FOR YOUR COOPERATION

State of Illinois
Board of Higher Education
300 E. Monroe Street
Springfield, Ill. 62706